

# **RESIDENTIAL SUBSTANCE ABUSE TREATMENT GRANT TABLE OF CONTENTS**

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## **RESIDENTIAL SUBSTANCE ABUSE TREATMENT INTRODUCTION**

This document is provided for use by all subrecipient staff receiving federal grant funds from the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, Residential Substance Abuse Treatment Program for State Prisoners (RSAT) administered by the Tennessee Office of Criminal Justice Programs (OCJP). This Guide is to serve as reference for the financial and programmatic requirements/responsibilities of projects funded through the RSAT Program.

This guide is not intended to replace more detailed technical assistance available from the OCJP Program Manager assigned to your project. Subrecipient staff are encouraged to address questions or concerns regarding the subject matter in this guide or other issues to your OCJP Program Manager.

Residential Substance Abuse Treatment for State Offenders Grants (CFDA # 16.593): The Violent Crime Control and Law Enforcement Act of 1994 establishes a program of federal grants administered by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. This program, known as Residential Substance Abuse Treatment for State Prisoners (RSAT), assists states and units of local government in developing and implementing residential substance abuse treatment programs within State and local correctional and detention facilities.

The RSAT Program assists states and local governments in developing and implementing substance abuse treatment programs in state and local correctional and detention facilities. The RSAT Program also assists states and local governments in creating and maintaining community-based aftercare services for offenders. The goal of the RSAT Program is to break the cycle of drugs and violence by reducing the demand for, use, and trafficking of illegal drugs.

The objectives of the RSAT Program are to:

- Enhance the capability of states and units of local government to provide residential substance abuse treatment for incarcerated inmates.
- Prepare offenders for their reintegration into the communities from which they came by incorporating reentry planning activities into treatment programs.
- Assist both the offenders and their communities through the reentry process through the delivery of both community-based treatment and other broad-based aftercare services.

## CHAPTER I

### RSAT ELIGIBLE SUBRECIPIENTS

A. **Eligible Subrecipients:** The intent of the Residential Substance Abuse Treatment Formula Grant Program is to assist units of State and local government in carrying out specific programs that offer treatment programs in correctional settings that offer a high probability of offenders not returning to the criminal justice system. Special emphasis is placed on programs that implement an aftercare component once the offender has successfully completed treatment. In accordance with Section 507 of the Act, the State may award RSAT Formula Grant Program funds to State agencies and units of local government for the following purposes:

1. Developing and implementing residential substance abuse treatment programs within state and local correctional and detention facilities in which prisoners are incarcerated for a period of time sufficient to permit substance abuse treatment.
2. .Emphasizing treatment for underserved populations (ie. women).
3. Improving the coordination between state and local correctional representatives and alcohol and drug abuse agencies at the state and local levels.

## **CHAPTER II**

### **RSAT PROGRAM PURPOSE/REQUIREMENTS**

#### **A. Program Purpose:**

The Residential Substance Abuse Treatment Formula Grant Program assists states and units of local government in developing and implementing residential substance abuse treatment programs within state and local correctional and detention facilities in which prisoners are incarcerated for a period of time sufficient to permit substance abuse treatment.

The goal of this program is to provide for a provision in the statewide strategy **to address** the need to develop or enhance substance abuse treatment programs for offenders. In implementing the programs, the grantees are encouraged to adopt comprehensive approaches to substance abuse testing and treatment for offenders, including relapse prevention and aftercare services.

The Residential Substance Abuse Treatment Program is administered by the Bureau of Justice Assistance (BJA) in the Office of Justice Programs (OJP), U.S. Department of Justice (DOJ).

#### **B. Program Requirements:**

The Residential Substance Abuse Treatment Formula Grant funds may be used to implement residential substance abuse programs that provide individual and group treatment programs for offenders in residential facilities operated by state and local correctional agencies. These programs must:

1. Last between 6 and 12 months. Each offender must participate in the program for not less than 6 or more than 12 months, unless he or she drops out or is terminated.
2. Be provided in residential treatment facilities set apart from the general correctional population. Set apart means a totally separate facility or a dedicated housing unit within a facility exclusively for use by program participants.
3. Focus on the substance abuse problems of the inmate.
4. Develop the inmate's cognitive, behavioral, social, vocational, and other skills to solve the substance abuse and related problems.
5. Implement or continue to require urinalysis and/or other proven reliable forms of drug and alcohol testing.

Preferably, participation in the residential program should be limited to inmates who have 6 to 12 months left in their term of confinement so that they can be released from prison after completing the treatment program, rather than being returned to the general prison population.

The federal share of a grant funded project may not exceed 75 percent of the total cost of the project. The 25 percent matching funds must be in the form of a cash match. These “match” funds must be paid with nonfederal funds. These funds must also be in addition to funds that would otherwise be made available by the subrecipient for treatment.

### **Drug Testing:**

Applicant must agree to implement or continue to require urinalysis and/or other proven reliable forms of drug and alcohol testing of individuals assigned to residential substance abuse treatment programs in correctional facilities. Such testing must include individuals released from residential substance abuse treatment programs who remain in the custody of the state. Applicants are also encouraged to implement drug testing and treatment programs for offenders throughout their criminal justice systems. As part of its application for funds, the **applicant** must describe its current drug testing programs, the number of offenders tested, and plans to expand or continue these programs. Grant funds may be used to pay the cost of testing offenders while in a grant-supported program.

### **Aftercare:**

The State is required to give preference to subgrant applicants who will provide aftercare services to program participants. Aftercare services should involve coordination between the correctional treatment program and other human service and rehabilitation programs, such as education and job training, parole supervision, halfway houses, and self-help and peer group programs that may aid in rehabilitation. Currently, under the governing statute, **10% of grant funds** may be used for non-residential treatment provided during the aftercare component of the program.

### **Coordination:**

Corrections treatment programs and state and/or local substance abuse treatment programs are required to work together to place program participants in appropriate community substance abuse treatment when these individuals leave the correctional facility at the end of their sentence or time on parole. Both agencies should work together in developing an individualized plan for community substance abuse treatment for each offender. This plan should begin when an offender enters the residential treatment program. Applicants are encouraged to develop written agreements and procedures to facilitate this cooperation.

In designing and implementing the Residential Substance Abuse Treatment Formula Grant Program, states are required to ensure coordination between correctional representatives and alcohol and drug abuse agencies at the state and if appropriate, local levels. This should include coordination under the Residential Substance Abuse Treatment Program and the Substance Abuse Prevention and Treatment Block Grant Program administered by the Department of Health and Human Services’ Substance Abuse and Mental Health Services Administration.

## CHAPTER III

### RSAT REPORTING REQUIREMENTS

All subrecipients are responsible for periodic reporting on their projects to the OCJP. Reporting requirements include:

- RSAT Annual Report
- F & A Invoice For Reimbursement (See OCJP appendix I)
- OCJP Quarterly Program Income Report (OCJP Appendix L)
- OCJP Project Equipment Summary Report (OCJP Appendix K)

These reports are used to monitor projects, fulfill federal grant reporting requirements, provide information for state strategies and implementation plans, and to assist OCJP in determining project success and funding allocations. Examples of each form are provided in the [RSAT Appendix B-Report Forms and Instructions](#), of this manual.

Forms may be reproduced locally, but must maintain the original format and content. The Project Director is responsible for timely submission of completed reports. Note: Inability to submit required reports in a timely fashion is considered failure of a required contract obligation.

- A. RSAT Annual Report:  
This report form is completed on an annual basis. It is due to the OCJP 30 days after the close of each State fiscal year, (July 1 - June 30). This report provides the Project Director an opportunity to describe in both narrative and quantitative fashion the success of the program. Over time, these reports can provide valuable trend information when combined with other regional and statewide data.

All program reports should be sent to:

**OCJP Program Manager  
Office of Criminal Justice Programs  
William R. Snodgrass Tennessee Tower  
312 8<sup>th</sup> Avenue North, Suite 1200  
Nashville, TN 37243-1700**

- B. Finance and Administration Invoice for Reimbursement:  
**Invoice forms must be sent, at a minimum, on a quarterly basis and should reflect actual expenditures for the period.**

**Invoices should be emailed to:**

Office of Budget and Finance  
[OCJP INVOICE@state.tn.us.](mailto:OCJP_INVOICE@state.tn.us)

**NOTE:** Subgrantees must provide a written report(s) to OCJP within thirty (30) days from the date of occurrence of any of the following:

1. Any change of address for authorizing official, project director, or financial director for the project funded.
2. Any lawsuits filed by clients or employees of the implementing agency.
3. Any cessation or interruption of implementation of project activities arising from litigation, loss of staff, or programmatic restructuring.
4. Change in project site or location.
5. Change in, or temporary absence of, project director or financial director.
6. Addition of supplies or equipment to project budget not previously identified.
7. Change in scope of programmatic activities or purpose of project.

## RSAT REQUIRED REPORT TIMELINES

REPORT	PERIOD COVERED	SUBMIT TO OCJP
<u><b>F&amp;A Invoice For Reimbursement</b></u> <b>(See OCJP Appendix I)</b>	Monthly (minimum quarterly)	<a href="mailto:OCJP_INVOICE@state.tn.us">OCJP INVOICE@state.tn.us</a> Office of Budget and Finance <b>Monthly</b>  (Assigned Program Manager at OCJP)
<u><b>RSAT Annual Report</b></u>  <b>(See RSAT Appendix B)</b>	July through June (state fiscal year)	July 31 <sup>st</sup>  (Assigned Program Manager at OCJP)
<u><b>Quarterly Program Income Report</b></u>  <b>(See OCJP Appendix L)</b>	July through September October through December January through March April through June	October 30 <sup>th</sup> January 30 <sup>th</sup> April 30 <sup>th</sup> July 30 <sup>th</sup>  (Assigned Program Manager at OCJP)
<u><b>Equipment Summary</b></u> <b>(See OCJP Appendix K)</b>	July 1 <sup>st</sup> through June 30 <sup>th</sup>	July 31 <sup>st</sup>



## CHAPTER IV

### RSAT DIRECT SERVICE PERSONNEL REQUIREMENT

- A. Licensure: Accurate documentation is required that all personnel providing individual and group counseling are licensed Alcohol and Drug Abuse (LADAC) Counselors by the State of Tennessee Department of Health. For further information please refer to the Rules Governing Licensure of Alcohol and Drug Abuse Counselors, Chapter 1200-30-1 on the State Department of Health website.
1. All non-licensed personnel must actively be working on their LADAC. Clear documentation that all requirements are being followed is required. Clinical supervision of these personnel must clearly be defined in your policies and procedures manual. Verification that the procedure is being followed must also be documented in the personnel file. Personnel who are not licensed alcohol and drug abuse counselors and actively working on licensure may only be utilized with prior approval from OCJP.
  2. Other appropriate certification or licensure may be substituted upon **prior written approval** from the Office of Criminal Justice Programs.

## **RSAT**

### **FEDERAL LEGISLATIVE AUTHORITY**

#### **16.593 RSAT Grant Program**

Residential Substance Abuse Treatment for State Offenders Grants (CFDA # 16.593): The Violent Crime Control and Law Enforcement Act of 1994 establishes a program of federal grants administered by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. This program, known as Residential Substance Abuse Treatment for State Prisoners (RSAT), assists states and units of local government in developing and implementing residential substance abuse treatment programs within state and local correctional and detention facilities.

“Drug users are involved in approximately three to five times the number of crimes as arrestees who do not use drugs. Approximately three-fourths of prison inmates and over half of those in jails or on probation are substance abusers, yet only 10 to 20 percent of prison inmates participate in treatment while incarcerated. Simply punishing drug-dependent criminals is not enough. If crime is to be reduced permanently, addiction must be treated. Treatment while in prison and under post incarceration supervision can reduce recidivism by roughly 50 percent.”<sup>1</sup>

Illegal drug use continues to be a major factor in crime and violence in America. A study by the National Center on Addiction and Substance Abuse at Columbia University (CASA) showed that 1.4 million offenders-or 80 percent of the 1.7 million incarcerated adults-were either high on drugs or alcohol when arrested, stole property to buy drugs, or have a history of drug and alcohol abuse. The study also suggested that residential treatment along with appropriate aftercare could reduce relapse and recidivism.

Approximately 70-80 percent of all state prison inmates are in need of substance abuse treatment according to a Corrections Program Office sponsored survey of state departments of corrections conducted in the fall of 1997. On average about 12.7 percent of the inmates in reporting states are receiving treatment on any given day, and only 15.3 percent complete a prescribed substance abuse treatment program prior to release from confinement. The respondents also estimate that just over one-third of those in need of treatment in the community following release will receive it.<sup>2</sup>

Proven treatment along with education, job training, and health care can significantly impact the economy and crime reduction. According to the CASA study, the cost of such rehabilitation would average about \$6,500 per year. Each inmate who successfully completes such treatment and becomes a law-abiding, tax-paying citizen would generate a ten-fold return on that investment in the first year. Comparatively, an estimated reduction of one million crimes per year could be realized for every 10,000 drug –addicted inmates who stay off drugs and crime after release.<sup>3</sup> Drug treatment for offenders while in custody is a logical, convenient, and cost-effective point of intervention in the fight to reduce crime and recidivism.<sup>4</sup>

The Omnibus Crime Control and Safe Streets Act, Pub. L. 90-351, Title I, 82 stat.197 (1968), as amended, provides funds to the states, through the Residential Substance Abuse Treatment for State Prisoners (RSAT) Program, to develop or enhance substance abuse treatment programs for offenders. It authorizes

the Attorney General to award formula grants for substance abuse treatment programs in state and local correctional facilities.

The award will be made to the state office that is designated under Section 507 of the Omnibus Crime Control and Safe Streets Act, codified at 42 U.S.C. 3757, to administer the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. The state office may award subgrants to state and units of local government.

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<sup>3</sup> *Behind Bars: Substance Abuse and America's Prison Population*. National Center on Addiction and Substance Abuse at Columbia University, January 1998.

<sup>4</sup> *Effectiveness of Treatment for Drug Abusers Under Criminal Justice Supervision*, Douglas S. Lipton Ph.D., National Institute of Justice, 1995.

# REPORTING FORMS AND INSTRUCTIONS

## Residential Substance Abuse Treatment (RSAT) Program Annual Progress and Outcome Report

### Instructions

1. *Treatment Beds Supported:* Enter the number of previously supported RSAT beds that receive RSAT continuation funding during the current funding cycle.
2. *New Treatment Beds:* Enter the number of new treatment beds created with RSAT grant funds during the current funding cycle.
3. *Enhanced Treatment Beds:* Enter the number of treatment beds that are funded through non-RSAT sources that received enhanced services, funded with RSAT, during the current funding cycle.
4. *Average Length of Stay in Residential:* Use the following formula to calculate:  
Total # days in residential by successful completions **divided by** Total # of successful completions
5. *Total Number of Days of Residential Treatment:* Enter the cumulative number of days in RSAT residential treatment, **per person**, regardless of successful completion, drop out, or termination.

Ex: Joe B., 100 days in treatment  
John C., 50 days in treatment  
+ Jacob D., 65 days in treatment  

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215 days of residential treatment

6. *Total Number of Days of Aftercare:* Enter the cumulative number of days in RSAT aftercare treatment, **per person**, regardless of successful completion, drop out, or termination.

Ex: Joe B., 100 days in treatment  
John C., 50 days in treatment  
+ Jacob D., 65 days in treatment  

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215 days of residential treatment

7. *Total Number of Offenders Entering RSAT Program:* Enter the total number of offenders who entered the RSAT program this cycle.
8. *Total Number of Adult Male Offenders:* This is the actual (not capacity) count of adult male offenders who entered the RSAT program this cycle.

9. *Total Number of Adult Female Offenders:* This is the actual (not capacity) count of adult female offenders who entered the RSAT program this cycle.

10. *Total Number of Juvenile Male Offenders:* This is the actual (not capacity) count of juvenile male offenders who entered the RSAT program this cycle.

11. *Total Number of Juvenile Female Offenders:* This is the actual (not capacity) count of juvenile female offenders who entered the RSAT program this cycle.

**NOTE: Answers to questions 8, 9, 10, and 11 should equal Answer #7.**

12. *Total Number of Offenders Entering RSAT Aftercare:* For programs operating at least six months, enter the number of offenders who entered an RSAT-funded aftercare program.

13. *Total Number of Adult Male Offenders:* This is the actual (not capacity) count of adult male offenders who entered the RSAT aftercare program this cycle.

14. *Total Number of Adult Female Offenders:* This is the actual (not capacity) count of adult female offenders who entered the RSAT aftercare program this cycle.

15. *Total Number of Juvenile Male Offenders:* This is the actual (not capacity) count of juvenile male offenders who entered the RSAT aftercare program this cycle.

16. *Total Number of Juvenile Female Offenders:* This is the actual (not capacity) count of juvenile female offenders who entered the RSAT aftercare program this cycle.

**NOTE: Answers to questions 13, 14, 15, and 16 should equal Answer #12.**

17. *Total Number of Successful Residential Completions:* Enter the total number of those who met all requirements of all phases in residential treatment.

18. *Total Number of Successful Residential Offenders Released Into Community:* Of the number reported in Question 17, indicate the number of those who have been released into the community.

19. *Total Number of Offenders Dropped Out:* Enter the total number of offenders who voluntarily left the program.

20. *Total Number of Offenders Administratively Discharged:* Enter the total number of offenders who were paroled, transferred to another institution, medically discharged, deemed not to have a level of functioning adequate to participate in the program, or whose sentence expired before completion of the program.

21. *Total Number of Offenders Behaviorally Discharged:* Enter the total number of offenders who were asked to leave the program due to inappropriate or disruptive behavior or were resistant to treatment.

22. *Total Number of Offenders Terminated:* Add the numbers reported in Questions 20 and 21 and enter the total here.

23. *Total Number of Offenders Successful Aftercare Completions:* Enter the total number of offenders who met all requirements of all phases in aftercare treatment.
24. *Average Length of Stay in Aftercare:* Use the following formula to calculate:  
Total # days spent in aftercare by those successfully completing **divided by** Total # of successful completions
25. *Total Number of Offenders Dropped Out:* Enter the total number of offenders who voluntarily left the program.
26. *Total Number of Offenders Administratively Discharged:* Enter the total number of offenders who were paroled, transferred to another institution, medically discharged, deemed not to have a level of functioning adequate to participate in the program, or whose sentence expired before completion of the program.
27. *Total Number of Offenders Behaviorally Discharged:* Enter the total number of offenders who were asked to leave the program due to inappropriate or disruptive behavior or were resistant to treatment.
28. *Total Number of Offenders Terminated:* Add the numbers reported in Questions 26 and 27, and enter the total here.
29. *Average Cost per Person per Day for Residential Treatment:* Use the following formula to calculate:  
Total cost of program (amt of grant funds, federal + match) for 1 year **divided by**  
Total # of days of residential treatment (Question 5)  
  
Ex: \$66,666 / 3000 = \$22.22 per person per day
30. *Average Cost per Bed per Day for Aftercare:* Use the following formula to calculate:  
  
Total cost of program (amt of grant funds, federal + match) for 1 year **divided by**  
Total # of days of residential treatment (Question 6)  
  
Ex: \$66,666 / 3000 = \$22.22 per person per day
31. *Total Number of Drug Screens Administered:* Enter the total number of drug screens administered program wide (residential and/or aftercare) during this cycle. 'Drug screen' is defined as the sample provided by a participant which will be used to test for illegal substances.
32. *Total Number of Positive Drug Screens:* 'Positive drug screen' is defined per sample per person. For example, one sample could test positive for 3 substances, but would only be counted as ONE positive screen in this instance. This total should reflect the total positive screens program wide (residential and/or aftercare) during this cycle.
33. *Drug Free During Residential:* For the offenders completing the residential program, 'drug free' is defined as having zero positive drug screens while in the program.

34. *Drug Free During Aftercare*: For those offenders completing the aftercare program, 'drug free' is defined as having zero positive drug screens while in the program.

35. *Arrest Free During Aftercare*: For those offenders completing either the residential or the aftercare programs, or BOTH programs, 'arrest' is defined as any offense (misdemeanor or felony) which could result in incarceration.

**NOTE: For Questions 36 through 41, please report data since program inception.**

36. *Successful Completions Released into Community*: Enter the number of successful completions of either residential or aftercare who have been released into the community. Use data since program inception. 'Released into the community' is defined as having been released from the custody of a state or local correctional facility.

37. *Successful Completions who were Released and Rearrested*: Of the number reported in Question 34, enter the number who were rearrested. 'Released into the community' is defined as having been released from the custody of a state or local correctional facility. 'Arrest' is defined as any offense (misdemeanor or felony) which could result in incarceration.

38. For this question, use the number reported in Question 37 to provide a breakdown among the choices listed.

39. *Successful Completions Who were Re-incarcerated*: Of the number reported in Question 36, enter the number who were re-incarcerated. 'Released into the community' is defined as having been released from the custody of a state or local correctional facility. 'Re-incarcerated' is defined as having returned to the custody of a state or local correctional facility.

40. For this question, use the number reported in Question 39 to provide a breakdown among the choices listed.

41. *Successful Completions Arrest Free 1 Year Following Release*: Of the number reported in Question 36, determine the number who have been out of the program for at least one year. From that number, determine the number who have remained arrest free for at least 1 year following release.

Click [here for the RSAT report](#).

# BUDGET REVISION FORMS

<http://www.state.tn.us/finance/rds/manuals.htm>

After web page opens please scroll to the bottom of the screen to locate the appropriate fund source and click **RSAT**.

For PRINTED VERSIONS you will need to type the above referenced web site address in your internet explorer address box. Click “Go”. Then follow the instructions above this paragraph. address box. Click “Go”. Then follow the instructions above this paragraph.